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POPULATION POLICY BRIEFS: Current Situation in Developed Countries, 1980

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INTRODUCTION

Declining fertility levels, in some cases to below replacement level, the question of mortality differentials, the aging of the population, an increasing concern about the volume of foreign-born population and somewhat inappropriate spatial distribution are some of the most common problems being expressed by the developed countries of the world in the sphere of population policy. While the degree of alarm varies from country to country, these concerns may be seen as a common thread running through the statements of Government officials from developed countries. Sometimes they are explicit, but more often they are implicit. The present report entitled, "Population Policy Briefs: Current Situation in Developed Countries, 1980" is an attempt to present on a systematic basis a brief summary of Governments' current perceptions and policies in relation to population growth, fertility, international migration and spatial distribution. The issue of mortality and health policy and its implications for population as well as the question of tax allowances in relation to fertility policies is expected to be analyzed in a future issue of the Population Policy Briefs.

The assessment is of September 1980 and covers 35 Member States and Non-Member States of the United Nations considered to be developed. While the actual number of developed countries is considered to be 39, the four city-states of Holy See, Liechtenstein, Monaco and San Marino have been excluded from this study. The three countries composing Temperate South America, formerly considered to be developed have been reclassified as developing by the United Nations Population Division. Developing countries have been dealt with in a previous report of the Population Division entitled "Population Policy Briefs: Current Situation in Developing Countries and Selected Territories, 1979" (ESA/P/WP.67).

The information found in this document is based on the replies to the Third and Fourth Population Inquiry Among Governments, material contained in the Population Policy Data Bank of the Population Division, national development plans and publications of various organizations such as the United Nations, Council of Europe and United States Government.

Although the report has been prepared with all possible care, there may possibly be errors or omissions. Comments or corrections would be appreciated.

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ALBANIA

The demographic policy of Albania derives from its overall development strategy, which has been formulated in compliance with the socio-economic order existing in the country. The Government's policies with regard to problems which have arisen from the disequilibrium between demographic and other societal processes have been made clear as integral parts of the various statements of its overall development policy. The fundamental task of the fifth Five Year Plan (1971-1975) was the transformation of the country from an agricultural-industrial into an industrial-agricultural state, and the raising of the material well-being and cultural level of the population, especially by means of narrowing the essential differences between rural and urban areas.

The level of fertility is considered satisfactory, the policy being one of consistently improving the relative qualitative conditions by providing health and welfare services, improving the status of women and supporting the costs of time and energy to individual women of bearing and raising children. The policy is based on the need for additional manpower in order to support the rapid expansion of the economy, as well as for the defence of the country in the context of its geographical status. With respect to the qualitative aspects of fertility, the Government explicitly supports the bearing of numerous children and the rearing of large families. Benefits to families with children include a family allowance for children under age 13 (unless student) of 25 leks (7.0 leks=$US 1) a month for the second child, 32 leks for the third, 56 leks for the fourth and 60 leks for the fifth and each additional child. A special medal is awarded to women upon the birth of their tenth child. A maternity benefit is payable for five weeks before and seven week after confinement and is equivalent to 75 per cent of earnings or 95 per cent if there is five years of continuous work for one employer.

To readjust the spatial distribution of the population, the Government has sought to reduce differences in standards of living between urban and rural areas, and between the lowland (more developed) and mountain (less developed) regions. In the outline of the Sixth Development Plan (1976-1980) it is stated that further serious efforts were to be made in order to achieve the intensification and modernization of agriculture, including extension of the area under cultivation through the reclamation of virgin land. The

movement of the labour force from the farms to the towns is made in a planned way and in correct proportions to match the needs of the growing socialist industry, the intensification of agriculture and the specific conditions of the country.

The level of international migration is considered to be insignificant.

AUSTRALIA

In 1977, the Australian Population and Immigration Council published a Green Paper on "Immigration Policies and Australia's Population" to stimulate public debate on aspects of immigration and population policies and programmes. The publication of the Green Paper which drew upon the research reports and other publications of various bodies, including the National Population Inquiry was followed by a period of intensive public consultation on population issues.

In response to a situation characterized by fertility levels below long-term replacement and immigration levels in decline since the early 1970s, the Government has adopted a policy for population development which includes a component of population increase through immigration. On 7 June 1978 the Minister for Immigration and Ethnic Affairs in a statement setting out the major principles underlying the country's population policy announced the Government's commitment to future population growth with immigration playing a major role in determining the rate and composition of that growth. He also announced that fundamental reviews of policy would be undertaken every five years, the first such review being in 1983.

Although the Government does not have a policy of intervening with regard to the fertility rate, it does have a number of policies which influence fertility and family well-being. The various measures giving effect to these policies include child endowment payments and financial support for the Austrialian Family Planning Programme. The child endowment payments are 15 Austrialian dollars ($A 0.91=$US 1) a month for the first child, $A 22 for the second, $A 26 for the third and fourth and $A 30 for the fifth and each subsequent child.

To achieve a more equitable distribution of the population a regional development programme is in effect whose two principal and complementary elements are the Government's support for a number of non-metropolitan growth centres and the establishment of a Commonwealth Advisory Board. Furthermore, the Government's decentralization objectives directed towards balanced development are expected to be achieved by encouraging non-metropolitan economic and population growth and by creating opportunities to reduce economic and social disparities between metropolitan and non-metropolitan regions and centres.

In 1978 the Government announced a new immigration policy which was expected to attract some 210,000 immigrants during the next three years. Noting the desirability of maintaining a steady rate of immigration and to provide a reliable basis for planning in the public and private sectors, the Government reported that it would implement a triennial rolling immigration programme, commencing with the period 1978/1979 to 1980/1981, which would allow for flexibility on an annual basis.

AUSTRIA

While increasing alarm has been expressed in Austria over the decline in fertility to below replacement level, the excess of deaths over births and the over-aged structure of the population, no Government statements as yet have been made explicitly adopting a position of pro-natalism.

The Government has stated that its policy with regard to fertility is based on the principle of non-intervention as it believes in the individual's right to family planning. In pursuing a fertility policy with regard to well-being of the family, the government intends to achieve the objectives by providing extensive maternal-child care programmes, by allowing abortions, by reducing involuntary sterility and subfecundity, by distributing information on population matters and generally raising the educational level of the population. The Government also provides fiscal incentives and monetary incentives. Under the Family Burden Equalization Act, women receive a birth grant of 8,000 schillings (312.4=$US 1) upon the completion of four medical examinations of the newborn during the first week after birth.

Another S8,000 are granted after submitting proof of four examinations during the baby's first year of life. Included in the Act is a progressive family allowance scheme which in 1977 was revised to increase the amount payable for the first child relative to succeeding children, the intention being to reduce the economic shock of the first child. The present monthly instalments are as follows: S910 a month for one child S1,860 for two S2 970 for three S3 900 for four and S1,100 for each additional child. Beginning in 1981 the amount will be S1,000 for each child regardless of number with an additional S50 for each child aged ten years and above. Additional benefits include a marriage grant of S15 000 to people marrying for the first time in order to compensate for expenses incurred in setting up a joint household and a maternity leave for women of 16 weeks at 100 per cent of earnings.

Austria's regional development policy concerns itself primarily with the prevention of the adverse side effects of urbanization the preservation of unspoilt maintain areas and the improvement in structure of the economically weak border areas. To facilitate the geographical mobility of the labour force assistance is granted to individuals to compensate them for obtaining employment in different areas of the country.

There have been no legal changes in Austria's international migration policy since 1976. Entry policy is based largely on labour market considerations with foreign workers being recruited on an annual basis for specified employment. However the number of work permits issued in 1978 was the lowest in a decade.

BELGIUM

Due to an increasing consensus with regard to the regionalization of Belgium, a law was passed on 1 August 1974 which divided the country into three regions. The designated regions, Flanders, the Flemish speaking part in the North Wallonia the French speaking part in the South and Brussels, the French speaking enclave in the centre of the Flemish speaking province of Brabant were granted autonomy in a number of areas including family and demographic policies and were permitted the provisional establishment of regional institutions. This development had a strong

influence on views towards such population problems as the decline of fertility, the aging of the population and the threat of a negative growth rate and new ideas emerged in numerous regional reports. The reason for the reports was the Government's request for advice concerning the National Plan (1976-1980). From the various reports prepared by each of the regions there emerged on many points, particularly concerning the general purport, a large measure of agreement. In terms of policy the conclusion reached was that economic and political problems can not be solved by the demographic approach. Furthermore, a demographic policy is neither effective nor desirable and that a family policy should have social and not demographic objectives.

Within the sphere of social policy the country has developed a progressive system of family allowances which pays 1,465 Belgian francs (BF 28.1=$US 1) a month for the first child, BF 2,324 for the second, BF 3,181 for the third, BF 3,245 for the fourth and BF 3,268 for the fifth and each subsequent child. This is increased by BF 274 for a child aged 6-10, by BF 483 if 10-14 and by BF 782 a month if over age 14. Other benefits include a maternity leave of 14 weeks during which time the woman receives 60 per cent of her earnings, plus a supplement of 19.5 per cent of earnings, in addition to a birth grant of BF 18,698 for the first birth, BF 12,896 for the second and BF 6,937 for each other birth.

In order to give new impetus to regional economic development and in response to growing political pressures for a much larger decentralization of the political and economic system, a new regional policy was established in 1970 which provided for very substantial financial aid to regions of heavy unemployment, out-migration, out-commuting, low income and low growth rate.

The Government's policy on international migration permits immigration for the purpose of family reunion and does not induce workers (even those who are unemployed) to return to their countries of origin. In recent years Belgium has applied new and more rigorous legal measures aimed essentially at reducing clandestine immigration.

BULGARIA

The demographic policy of Bulgaria is carried out in accordance with the economic policy of the State, the main goals of which are the following: to maintain a moderate and stable population growth to care for the individual's health and life, to improve job opportunities and living conditions and to improve the spatial distribution of the population by regional development.

The aim of the country's fertility policy is not to obtain a high fertility rate but rather to create a social economic and psychological atmosphere suitable for a two or three child family by having the State assume a greater share of the family's responsibilities towards the child. For each birth the family receives a premium which increases for the second and third child (a fourth child receives the same as a first child. The premiums are 5 levas (0.88 levas=$US 1) a month for the first child, 15 levas for the second, 35 levas for the third and 5 levas for the fourth and each subsequent child. In addition, a birth grant is paid of 100 levas for the first child 250 levas for the second, 500 levas for the third and 100 levas for the fourth and each following birth. Upon the delivery of the first child, the mother is entitled to four months paid maternity leave with compensation amounting to the actual wages. For the second child maternity leave is five months and for the third child it is extended to six months of full compensation. Furthermore, women are entitled to paid leave (after maternity leave) to take care of their children. During paid leave, which is six months for the first child, seven months for the second and eight months for the third child, women receive the minimum wage.

One recent development in the country's population policy is the control of internal migration movements as a result of difficulties caused by urbanization and population concentration in certain regions at the expense of other regions. In order to alleviate these problems, permanent arrivals in some large cities are subject to restrictions, while in regions of labour shortages salaries are increased to attract workers. One criteria for regional investment is its influence on migration.

While emigration is generally discouraged, small numbers of specialized workers have been sent to other COMECOM countries.

BYELORUSSIAN SOVIET SOCIALIST REPUBLIC

Under the Tenth Five-Year Plan (1976-1980) of the Republic, particular emphasis is given to implement goals of the Communist Party aimed at raising the material and cultural level of people's lives on the basis of a dynamic and proportional development of public production and improvement of its efficiency, of accelerated scientific and technological progress, growing labour productivity and the overall improvement of quality of work in all spheres of the economy. Among other measures included in the Plan with a bearing on demographic policy are those designed to improve health protection and working and living conditions including housing and to raise the social status of the family.

In order to encourage childbearing working women are granted leave covering pregnancy and confinement for 112 days on full pay. Women also have the option of receiving an additional year of leave without pay during which time their job is held for them. If an expectant mother is unable to perform her usual job functions, she must be given easier or more suitable work without a wage reduction. In February 1980 the Council of Ministers of the BSSR and the Council of the Trade Unions of Byelorussia adopted a resolution giving preference in the granting of State residential apartments to families with three or more children.

In the area of regional planning the main thrust has been to bring jobs to people rather than the reverse, although this has not been done in all cases particularly in less populated regions and in those regions being newly opened up. As far as rural-urban shifts are concerned, the modernization of agriculture and its combination with industrial activities in the form of agro-industrial complexes, the regulation of urban growth and the advancement of less-developed regions have begun to brake the urbanization process. The continuation of this trend is expected to lead to a stabilization of the ratio of urban to rural population of approximately 60 per cent to 40 per cent, which the Government considers favourable for the industrial-agrarian pattern of development.

There has been some inter-republic movement of migrants for employment, in addition to a small number of foreigners employed in various sectors of the national economy, as well as in undertakings established by the USSR jointly with other countries.

CANADA

From family allowances to abortion law reform and subsidization of moving expenses for certain categories of workers successive Canadian Governments have intervened in the evolution of demographic phenomena but for the most part these policies have been instituted with no demographic objectives in mind. Canada has no national population policy in the sense of a set of programmes deliberately aimed at influencing the size, rate of growth distribution and composition of the population, although pressures are mounting to formulate such a policy. In the last few years the Government has been giving more thought to explicit population goals and in June 1976 the Minister of Immigration indicated these goals as a population of 28 to 30 million by 2001, net annual immigration of 50,000 to 100,000 and a fertility rate of 1.8 in addition to the formulation of population policy strongly within a resources and environmental context. The Immigration Act of 10 April 1978 states explictly that one of the objectives of Canadian immigration policy is "to support the attainment of such demographic goals as may be established by the Government of Canada from time to time in respect of the size, rate of growth, structure and geographic distribution of the population."

No attempt as yet has been made to influence fertility as it is considered a matter of individual choice and the country has never had a national fertility survey nor has it joined the countries participating in the World Fertility Survey. The lack of Government intervention is also reflected in the country's social policy where the family has not been considered an issue of major focus. The Federal average for family allowances is 20 Canadian dollars (1.20 Canadian dollars=$US 1) a month per child with the amounts and method of payment according to age or number of children varying among the Provinces.

While new community planning and regional development has not been directed by a co-ordinated national growth policy the Government has implemented several measures designed to improve regional disparities by assisting in the dispersion and stimulation of economic growth so as to equalize the employment and earnings opportunities within the country. A Department of Regional Economic Expansion has been established and under the Regional Incentives Act, incentives to "slow growth" regions have taken the form of investment grants and loan guarantees. Furthermore, the

Canadian Manpower Mobility Program provides grants to workers who can not find employment locally and have obtained authorization from a manpower counsellor to leave their present location in order to undertake training, to look for or to accept a job elsewhere.

Concerning international migration, the major innovation of the 1978 Immigration Act is that the Government will determine annual immigration quotas, the flow being increased, maintained or decreased each year depending on economic conditions.

CZECHOSLOVAKIA

While the Government of Czechoslovakia views economic and social development as a primary factor in the solution of problems associated with population, it also feels that moral, ethical and humanitarian factors must be considered in any attempt to resolve those problems. In order to maintain the present level of population, a series of policy measures have been conceived that seek to improve the well-being and living conditions of young couples so as to induce an increase in planned childbearing. Direct financial inducements and compensations include paid maternity leave of 26 weeks, equivalent to 90 per cent of earnings, lump sum grants of 2,000 korunas (Kcs 10.4=$US 1) at the birth of each child, child-care family allowances and low-interest loans. Specifically, families are entitled to family allowances of Kcs 90 a month for the first child, Kcs 340 for the second, Kcs 450 for the third, Kcs 400 for the fourth and Kcs 240 for the fifth and each subsequent child. In July 1970, a system of maternity grants, designed to provide an optional extended maternity leave was introduced. Under the current policy, a women with a second or higher order child can remain in the home without significant loss of income up to the second birthday of the youngest child and receive a grant of Kcs 500, Kcs 800 or Kcs 1200 per month, depending on the number of children below age two. Also, since 1973 newlywed couples are entitled to low-interest loans for purchasing and furnishing a home. These loans can amount to as much as Kcs 30,000, Kcs 2,000 of which are written off at the first birthday of the first child, and Kcs 4,000 at the first birthday of each subsequent child. The interest rates which are 1.0 per cent for home-purchasing loans and 2.5 per cent for home-furnishing loans are approximately one-third of prevailing rates.

The present spatial configuration of the population is considered to be appropriate and no policy concerning internal migration has been formulated.

In recent years the country has been partly alleviating its manpower shortages by recruiting a small number of temporary labourers, chiefly from Poland and Yugoslavia.

DENMARK

The Government of Denmark does not practice any demographic policy aimed at attaining particular objectives in respect to birth rate and population growth. Danish legislation and measures which have a direct bearing on demographic development are prompted solely by welfare considerations, the goals being to lend support to parents in their function as parents and to afford them the maximum freedom in determining the number and spacing of their children. To help cover the cost of child-rearing, a family allowance of 1808 kroner (5.4 kroner=$US 1) per annum is paid in respect of each child under sixteen years of age, with an automatic adjustment of benefits each six months for changes in the price index. The Government is expected to introduce a bill extending the present 14 weeks of paid maternity leave (90 per cent of earnings) to 18 weeks. In the field of housing, families are given some preference in the allocation of housing. Families with a total income under a specified limit are eligible for a rent subsidy, the amount of which depends on the number of children in the family.

There has been increasing political interest in countering local population trends and at the same time ensuring a better geographic distribution of population. To this end, subsidies are paid to enterprises settling in economically stagnant areas and vigorous national wide expansion of educational institutions has taken place to bring about better coverage.

While the level of international migration is not considered significant, Denmark has had continuing net immigration in recent years, partly as a result of its policy of allowing the immigration of foreign workers' families.

FINLAND

In Finland the formulation of population policy has been gradual and sectoral with the targets and measures for each sector being included in social policy legislation. The importance of balanced population development and moderate population growth is emphasized by major political parties and civic organizations. Since 1976, the Government has considered the rate of population growth to be satisfactory whereas prior to this date it was considered unsatisfactory because it was too low. Quantitative targets for population size by countries have been defined in 1975 and 1976 Indicative Population and Employment Planning Figures and are used extensively in central sectoral and regional planning. The goal is that present population size should not decrease in any county.

In order to promote and support family formation spiritually economically and as a healthy body a series of family policy supportive measures have been implemented. The maternity allowance dispersed in accordance with the Health Insurance Act of 1963 has been extended several times and as of March 1979 it is paid for 24 days before and 210 days after delivery. In July 1978 maternity leave was extended to 196 days, with fathers being entitled to a two week leave after the birth of a child. According to the Child Allowance Act of 1948, a child allowance is paid for the support and upbringing of every child under 16 years of age. The allowance is paid quarterly and is 281 Finnish markkas (fmk 3.7=$US 1) for the first child, fmk 325 for the second, fmk 379 for the third and fmk 484 for the fourth and subsequent child. In addition, there are a host of other measures including housing subsidies, housing loans and child day-care services.

To ameliorate problems associated with out-migration from rural areas, a regional development policy has been implemented which provides new investment and employment through special loans and subsidies to investments in developing zones, and calls for decentralization of national Government offices and creation of employment exchange services.

The Government has expressed great concern over the significant level of emigration which is felt will have long term economic and demographic repercussions. The use of labour exchange services is being planned as a means of decreasing emigration.

FRANCE

In 1975 the Government of France concerned with declining levels of fertility and its implications for the aging of the population adopted as a demographic objective the stabilization of the birth rate at a level that would assure the replacement of the population or preferably a little above. Government officials in recent statements have indicated their alarm at continued low levels of fertility and have expressed the fear that this may act as a brake on France's economic growth.

Based on the view that it is the duty of the Government to eliminate obstacles preventing an increase in fertility while concurrently protecting the right of couples to determine their own family size, a series of measures have been implemented to reverse the slide in fertility rates. These measures include a guaranteed monthly income of 4200 francs (F 4.0=$US 1) to families with three or more children, family allowances based on an ascending scale, independent of family income (F 251 a month for two children, F 760 a month for three children, up to F 1896 a month for six children). In addition, there are payments to low income families based on number of children, paid maternity leave of 90 per cent of earnings that is normally four months but is extended to six months for women who are giving birth to a third child, a prenatal allowance, a birth grant, a nursing allowance, loans to new households and housing allowances. Recently, Government efforts have been concentrated in three major areas: increasing the purchasing power of families; encouraging the three child family; guaranteeing a minimum income to low income families. This focus has taken the form of an annual adjustment of allowances to reflect cost of living increases and the granting of access to governmental creches to non-working women with at least three children.

In the area of spatial distribution, the Government has relied on a strategy of new town development which has as it goals the restructuring of suburban and rural areas by organizing new concentrations of employment housing and services reducing the amount of commuting and easing transport problems and creating truly self contained cities by establishing a balance between jobs and housing.

In 1979 a new series of immigration measures were approved by the Government that are geared to reducing foreign population by 150,000 persons a year chiefly by means of not automatically renewi existing permits something that had been done almost universally since 1974. In September 1980 an agreement was signed between France and Algeria under which France would give F 12 000 to Algerian immigrants who repatriated back to Algeria from France. France has a large refugee resettlement programme that admits 14 000 to 16 000 refugees per annum. Refugee flows into France are of demographic significance since they constitute some 27 per cent of immigrants.

GERMAN DEMOCRATIC REPUBLIC

The German Democratic Republic attaches utmost importance to all questions of population and development proceeding from the premise that social and economic relations are the decisive basis for demographic processes. Because of its importance for society's sustained development along planned lines the Government encourages families to have at least two children which would secure simple population reproduction. Great importance is given to the promotion of the family the care of the mother and child and the support of large families and newly wed couples.

In order to raise the birth rate, a social welfare programme in effect since 1971 provides for a host of measures to aid employed mothers and young couples. Benefits include the granting of 1 000 marks (DDRM 1.7=$US 1) to mothers on the birth of each child and a family allowance of DDRM 20 per month for each of the first two children DDRM 50 for the third DDRM 60 for the fourth child and DDRM 70 per month allowance for the fifth and subsequent child. Furthermore, young couples under 26 years of age are entitled to interest free loans which are progressively written off at the birth of the first and second child and totally written off at the birth of the third child. Full time employed single mothers receive special monetary allowances and employment privileges. In 1976, so that women would be able to reconcile employment with their duties as mothers, maternity leave payable at 100 per cent of earnings was extended from 18 to 26 weeks and thereafter followed by a paid education leave granted at the birth of the

second and subsequent child until the child reaches one year of age (Babyjahr). The payment received is a minimum of DDRM 300 a month for two children and DDRM 350 a month for three or more children. In addition, other monetary incentives were increased and additional social welfare measures were introduced for both working and non-working mothers in relation to nurseries, education, annual holidays and working shifts.

The existing pattern of spatial distribution in the country is considered to be somewhat inappropriate and thus minor changes are advocated. A regional redistribution of labour is encouraged by providing more housing facilities and improving working and living conditions in selected areas where a systematic settlement of new labour is desired.

In the area of international migration the Government has recruited foreign workers from other COMECOM countries and Algeria, while making a thorough effort to limit emigration by imposing travel restrictions and by building a strong sense of national identity.

GERMANY FEDERAL REPUBLIC OF

While the Federal Government of Germany has always been concerned with demographic issues, increased emphasis was given to population development in 1976 as a result of the decline in the birth rate which began gradually in the 1960s and continued at an increasing rate in the 1970s. In a conference of the Prime Ministers of the Federal Länder in 1978 it was concluded that political decisions of the Federal Government, the Länder and municipalities will increasingly have to take demographic development into account. In Germany measures which in other countries may form part of an explicit population policy have been and still are elements of social and family policy and of legislative, regional planning and labour market policies.

Although the Government has expressed dissatisfaction with the low rate of population growth, no measure having the declared objective of increasing the fertility rate has been implemented. Increasing attention, including scientific research is being devoted to the fertility trend and its causes, the objective being to achieve a fertility trend that is free

of abrupt fluctuation. Such a trend is being supported by the continuous improvement of social policies aimed at the family and the child. In 1979 monthly children's allowances were raised for the second child from 80 marks (DM 1.7=$US 1) to DM 100 and for the third and subsequent child from DM 150 to DM 200. For the first child the monthly allowance of DM 50 remained unchanged. Also in 1979 maternity leave after confinement for working mothers was extended from four to six months allowing mothers to give more intensive care to the newborn child without the burden of having a job. During the leave the mother receives an allowance of up to DM 750 per month. House purchase by families with children has been facilitated by amendments of the income tax law and the law on housing allowances has also been amended in favour of families with children.

The Government within the framework of regional development policy is undertaking to alter the trend in internal migration from rural areas and from inner-cities to peripheral urban areas. Assistance is rendered to certain structurally weak areas (Berlin, border zones and other regions) by subsidizing investments, granting tax relief, promoting the development of infrastructure and by supplementing wages.

In the area of international migration, the policy is one of applying an almost total ban on the entry of new foreign workers, other than from EEC countries, while allowing the entry of family members and facilitating their subsequent access to the labour market. To assist in the return to and development of the emigrants' countries of origin, a programme is underway which gives grants to producers' co-operatives in Turkey that have been established by returning migrant workers. Furthermore, negotiations on training and investment assessment have been started with the Greek Government and initial discussions held with the Yugoslav Government.

GREECE

The goal of the Greek Government to increase fertility and family welfare is being pursued through the implementation of programmes of economic and social development. The quantitative target adopted by the Government has been to ensure a population growth rate of approximately

1 per cent a year. This rate has been achieved in the last few years due to the excess of immigration over emigration as a result of international economic development and to the continuing process of economic and social development in Greece.

Increases in family size are being encouraged by the use of income tax allowances, bonuses to families based on a scale escalating with the number of children, priority in housing and reduced military service for the eldest male child of large families. For 42 days before and 42 days after pregnancy, women receive 50 per cent of their earnings, plus an additional 10 per cent for each dependent child, the minimum benefit being 151 drachmas (DR 38.3=$US 1) a day. A family allowance of up to 6.4 per cent of the minimum wage per child is paid according to number of days of employment in the preceding year. Currently it equals about DR 130 a month per child, plus DR 5 for each day worked. In 1979, provisions were further improved by increasing benefits to families with at least four children and by limiting military service for men with children.

To redirect the flow of rural to urban migration and dampen the growth rate of Greater Athens and Thessaloniki programmes have been undertaken to encourage the growth of secondary urban centres by providing incentives for industrial development. In rural areas social infrastructure has been improved incentives have been offered for increased productivity and income support measures have been created.

In recent years Greece has had a positive net balance of international migration resulting from the return movement of former labour migrants and from its policy of allowing the repatriation of ethnic Greeks.

HUNGARY

The population policy of the Government of Hungary reflects the population of the last decades and aims to reverse the decrease in the rate of fertility. As formulated by the Council of Ministers in October 1973, Hungary's long-term population policy has two major objectives: firstly, the number of births should be increased at least to the extent that the natural reproduction of the population is assured and secondly, to promote the creation of new generations with a balanced age-structure.

In order to achieve these objectives a series of inducements have been implemented to encourage the gradual and significant increase in the number of three child families. For newly married couples up to 35 years of age, credit is granted for the construction of an apartment or house and the acquisition of furniture. Furthermore, if a married couple signs an agreement that they will have two children over a six year period 20,000 forints (Ft 20.3=$US 1) are paid out for every future child, in addition to the amount or credit from which no percentage is levied and which is effected after the birth of each child. If during the six year period only one child is born the couple is obliged to reimburse the bank for the loan of Ft 20,000 for the second child. In addition, women can receive child care leave which starts with the first born for a period of three years. Working women are entitled during maternity leave to a benefit of 100 per cent of earnings payable for up to 20 weeks. Thereafter, the benefit is Ft 910 a month for the first child, under age 3, Ft 1010 for the second and Ft 1110 for the third child. A lump sum grant of up to Ft 2,500 is paid for each birth if the mother has had at least four prenatal medical checkups (Ft 1000 if only one checkup). Family allowances are also provided which pay Ft 720 a month for the second child, Ft 420 for the third and Ft 380 for each subsequent child.

The urban development of the country is based on a national plan completed in 1971 and calls for the development of large villages into towns in the next 30 years. The Government has allocated places for 68 new towns all of them based on the further development of villages situated on traffic routes and relying on the institutions of the existing village centres or on the reconstruction of the village centre.

In the area of international migration since 1972 with contracts extended up to 1975 and again up to 1980 Hungary has been sending some 3,000 technicians and engineers annually on two to three year contracts to industrial establishments in the German Democratic Republic. In turn, Hungary has been receiving smaller numbers of workers from the German Democratic Republic and Romania.

ICELAND

The Government of Iceland considers the rates of population growth, natural increase and fertility to be satisfactory. Since May 1975 abortion has been practically free on demand up to 12 weeks of pregnancy. In 1978, the number of abortions corresponded to about 12 per cent of that of live births. This relatively low abortion ratio, compared with that of other countries with similar abortion laws, is attributed to the more generalized practice of contraception in Iceland. The fall in the number of live births in recent years has aroused some public discussion, especially following publication of the 1977 birth statistics. Public discussion has, however, been restricted mostly to long term aims in general, leaving out specific targets and population policy. The declining number of births was cited as one of the arguments for a private Bill in the Althing, intended to restrict access to legal abortion.

The present trend in internal migration which has prevailed since 1973 is one of continued net migration from the capital urban area, with urban localities in other regions gaining from migration. As a consequence of international and internal migration the population of Reykjavik, the capital has declined each year since 1975.

The level of international migration is perceived as not being significant with net emigration--mostly to Scandinavian countries--declining slightly in recent years, but still amounting to three to four per thousand population.

IRELAND

The Government of Ireland has indicated that it considers as satisfactory rates of population growth, natural increase and fertility. In July 1979 the Family Planning Bill was passed by the Irish Senate, its aim being to restrict the uncontrolled availability of contraceptives and to promote non contraceptive methods of family planning. According to the provisions of the Bill, while contraceptives may be sold legally for the first time, a physician's prescription is required for any contraceptive, including condoms and they may only be prescribed for married couples. A system of family allowances is in effect which, provides benefits of 3.50 Irish pounds (£0.47=$US 1) a month for the first child and £5.50 for each additional

child in addition to a maternity grant lump sum of £3.00 . Women are entitled to a maternity leave of 12 weeks during which time they receive £16.50 a week, plus a proportional amount of their normal earnings.

To combat problems associated with an inappropriate spatial distribution of the population as a result of migration to Dublin and the continuing outflow of population from the agricultural sector, a regional development policy has been implemented under the auspices of the Industrial Development Authority. The objectives of the policy are the development of the capital city to accommodate the natural increase of the present population, the expansion of eight other major urban centres the development of country or other large towns of strategic importance in each region and the continuation of special measures for the development of the Gaeltacht (Irish speaking areas).

To decrease levels of international emigration considered to be excessive the Government is undertaking the provision of employment opportunities on a scale sufficient to negate the need to emigrate to seek work.

ITALY

The Government of Italy perceives the rates of population growth, natural increase and fertility to be satisfactory. In 1979 fertility fell below 2.0, thus continuing the uninterrupted decline that has been taking place since 1965. While the Government has implemented various measures which may have an influence on fertility, it has adopted neither a pro-natalist nor anti-natalist attitude. In 1978 after prolonged and heated debate, a law was passed legalizing abortion and making it virtually free on demand. The law is based on the principle of women's self-determination and free medical assistance, with women under 18 years of age requiring parental consent. Faced with a host of new problems as a result of the law, the National Health Service was reorganized. Final approval in 1979 of the law reforming the National Health Service, with the intention of extending medical care to the entire population and creating local basic health care centres, has stimulated discussion and activity of both a political and an operational nature.

Under the administration of the National Social Insurance Institute, a series of maternity benefits and family allowances is in effect. Women can receive 80 per cent of earnings during pregnancy for up to 18 weeks prior to and 13 weeks after confinement with an additional six months leave optional for either parent at 30 per cent of earnings. The family allowance regardless of number of children is 9,880 lire (804.0 lire=$US 1) a month per child.

To lessen the degree of regional disparity the industrialization of the "Mezzogiorno" or South comprising 40 per cent of the population and long an area of high unemployment and supplier of labour to the more affluent North has become the centerpiece of Italy's regional development policy. Since 1965 and with increasing emphasis on industrialization incentives to industry to locate in the South have taken the form of loans grants tax concessions and preferential treatment in the awarding of Government contracts.

In international migration since 1974 there has been a net migration gain reflecting an excess of return migrants over emigrants. However the positive net migration balance conceals a considerable flow of migrant workers which has increased in recent years and Italy now sends a significant volume of emigrants to new destinations in Africa the Middle East and Latin America as a result of growing activity of Italian firms in these regions.

JAPAN

In Japan, population concerns have been primarily limited to two basic areas, these being the aging of the population and the inappropriate distribution of the population. Based on estimates of population growth prepared by the Institute of Population Problems in 1976, the Government expects the population to become stationary in approximately 50 years. Faced with an inevitable aging of the population, socio-economic policies have been formulated with the purpose of improving pension schemes and welfare benefits for the aged. Measures have also been undertaken to promote vocational training and employment exchange services for the middle aged and elderly and attempts have been made to revise upwards the mandatory retirement age.

No policy has been formulated regarding fertility as the Government believes that childbearing should be a matter of individual choice. The practice of appropriate birth control it is felt depends on the individual's freedom and health and education about birth control should be provided. Furthermore the development of appropriate organizations for birth control guidance should be encouraged with the diffusion of birth control requiring special consideration so as not to be misunderstood as meaning only abortion. While contraception is widely practiced hormone pills may only be prescribed to control menstrual disorders and not as a contraceptive because of the physical side effects associated with its use. Women have been able to receive abortions on demands since 1948 and it is estimated that in 1978 600 000 were performed.

Steps have been undertaken to decrease infant mortality, promote healthy deliveries of wanted children and improve the nutrition of mothers and children. Under the Maternal and Child Health Law enacted in 1965 family planning is an integral part of maternal and child health services. At present there are two schemes for family planning run by the Government, one being the general scheme, including the project for newly married couples and the other being for publicly assisted and low-income families. Among the benefits available to families are a family allowance of 5,000 yen (239.7 yen=$US 1) a month for the third and each subsequent child, a maternity benefit of 60 per cent of earnings for six weeks before and after confinement a lump-sum birth grant of half of one month's wages (minimum 100 000 yen) and a nursing grant of 2,000 yen.

In November 1977 the Third Comprehensive National Development Plan (1978-1982), which integrated various socio-economic policies, was formulated to resolve problems associated with inappropriate population distribution. The Plan called for measures to decentralize industry, promote well-balanced land distribution and stabilize the rural population by encouraging modernization of agriculture and increasing job opportunities in the rural non-agricultural sector.

While Japan is not a labour importer or exporter of any significance a number of Japanese firms are offering teams of Chinese workers to third countries for use on overseas construction projects such as a number of highway and hospital construction projects currently being undertaken in Iraq.

LUXEMBOURG

The present demographic situation in Luxembourg which is characterized by a surplus of deaths over births in the population of Luxembourg nationality, a continuous decline in the number of marriages and an increase in the proportion of foreign-born has resulted in a high degree of alarm on the part of the Government. The new Government that came into power after the elections of 10 June 1979 intends to give high priority to family policy as can be seen from the extract of the governmental programme of 24 July 1979. "In order to achieve greater social justice and to improve the material situation of families the Government will act in accordance with an integrated plan covering a period of several years and including various alternatives. As a first step maternity allowances will be extended forthwith to women employed by their husbands and by means which remain to be worked out to all mothers and a guaranteed fund for maintenance allowances will be set up."

The law of 15 February 1979 raised family allowances for the second child by about 300 Luxembourg francs (28.1 francs=$US 1) and by the law of 27 February 1980 they were raised again. As of April 1980 the allowances are 1275 francs per month for the first child 1912 francs for the second and 3825 for the third and subsequent child. These rates are supplemented by 125 francs per month for children aged 6-12 and 400 francs for children over 12 years. In addition a birth allowance of 31 000 francs is payable in three equal installments as a prenatal allowance birth grant and postnatal allowance. A maternity benefit equivalent to 100 per cent of earnings is payable for 16 weeks. The governmental programme also discusses future measures which will include adjustment of family benefits in line with wage increases introduction of loans for new households possible reorganization of maternity grants, introduction of a new allowance for bringing up children at home in order to encourage parents to stay at home with their children and an increase in the number of part-time jobs so as to help parents in their task of child-rearing.

To combat an excessive concentration of population in the Centre and South of the country and to assure a more equitable distribution, a policy of industrial diversification and job-creation in the less populated Cantons is in effect.

Although 26 per cent of the country's population is foreign-born with the percentage expected to reach 34 per cent by the year 2000 there is no policy at present to limit the flow of immigrants. Manpower agreements have been concluded with Portugal and Yugoslavia.

MALTA

The Government considers the rates of natural increase population growth and fertility to be satisfactory. The major objectives of the Development Plan 1973-1980 are to provide "continuous satisfying employment secure and adequate livelihood better education improved medical services and higher real incomes". Family allowances first introduced in 1974 consist of 1.65 Malta pounds (£0.34=$US 1) a week for the first child £1.40 for the second £0.95 for the third and £0.30 for each subsequent child. A comprehensive national health scheme providing for free hospitalization effected in 1979, includes a free general practitioner service.

The Government has stated that problems usually arising from the drawing of lines to demarcate national regional and municipal responsibilities are not present in Malta, since the entire group of islands is considered as a single region, with urban and rural areas. Zoning projects, reserved areas and controlled growth to check sprawling tendancies are some of the methods that have been used to strike a proper balance between the demands of urbanization, transport and industrial development on the one hand and those of conservation of agricultural land and protection of the environment on the other.

Malta discourages return migration through a 1977 law--since an influx of predominantly working-age population would cause further problems for the already-strained labour market. At the same time, the Government has made various efforts--such as employing some 8,000 persons in its Emergency Labour Corps--to prevent high unemployment from being translated into higher emigration.

NETHERLANDS

In April 1979, the Government of the Netherlands issued a statement officially endorsing the recommendations of a 1977 report by the Royal Commission on Population. The Government agreed with the Commission that population policy should be the separate consideration of the appropriate policy sectors on demographic aspects, rather than a separate and new field of policy.

The Government has reached the conclusion that the below replacement level of fertility now observed is a welcome development, since it will lead to an end to natural population growth in the foreseeable future. Consequently, the policy is one of non-intervention on the level of fertility. Since 1 January 1980 a new general Act on children's allowances has become effective which represents the final phase in a process of reorganizing and simplifying the existing regulations. Tax reductions based on family size were abolished (partly compensated for by increased children's allowances) as were differential regulations for self-employed persons and civil servants. Certain changes were also introduced as part of a programme to limit public expenditure, with reductions occuring in the amount to be paid for first born children and children aged 16 to 17 years. It should be stressed that in introducing these changes no demographic considerations were involved. At present, families are entitled to an allowance of 165 guilders (1.9 guilders=$US 1) a quarter for the first child, 351 guilders for the second and third, rising to 574 guilders for the eighth and subsequent child. In addition, women during pregnancy can receive 100 per cent of their earnings for a period of 16 weeks.

In order to ameliorate problems associated with congestion in urban areas, policies have been designed to maintain population growth and promote economic and social development in the peripheral regions, to prevent large scale commuting by restricting migration from the Western to the Southern and Eastern sections of the country and to concentrate urban population growth within relatively small city regions by means of stimulating growth centres (new towns).

In the area of international migration the Government supports a policy of restricting immigration on the grounds that immigration should not exert a significant influence on population growth and that furthermore in the long term the consequences of the guest workers phenomenon are more negative than positive both for the countries of origin and the Netherlands. However no restrictions will be placed either on family reunions or the admission of foreigners for humanitarian reasons.

NEW ZEALAND

The dominant theme underlying recent population policy discussions in New Zealand has been the consequences of the continuing downward movement in fertility levels. Subsidiary themes, such as the size and distribution of the population, pressure on resources such as energy and immigration have all emerged from time to time but have tended to be subsumed by the dominance of the implications of fertility trends. Population issues, per se, have not explicitly been a Government concern, except in matters of immigration and most questions having demographic consequences have been left to the individual to decide. The New Zealand Planning Council has been studying the implications of population change for social and economic planning in New Zealand and has issued several reports on the subject.

The Government has stated that it does not perceive of any problems of excess population and thus no formal attempt has been made to determine a desirable or optimum population target. No policy has been formulated with respect to fertility Government support for family planning programmes being intended to improve maternal and child health. The family allowance scheme designed to aid young families pays 3 New Zealand dollars ($NZ 1.0=$US 1) a week for each child regardless of income. This may be paid in advance up to a maximum of $NZ 3 000 to families with limited income if financial assistance is needed for the purchase of a home. Based on income a family maintenance allowance of $NZ 3 a week for the first child and $NZ 2 for each additional child is also paid. A maternity benefit is payable under certain circumstances.

Although no concerted policy exists to decrease the growth of the largest urban centres, various measures have been employed to promote the economic development of slow growth regions. These measures have taken the form of a decentralization of some Government departments and the use of incentives such as tax concessions and subsidies to locate development projects in certain areas. To help control urban encroachment onto rural land, the Town and County Planning Act of 1977 requires that any regional or district scheme must ensure "the avoidance of encroachment of urban development on and the protection of land having a high actual or potential value for the production of food".

Seriously concerned with a rise in emigration that since 1967 has been both exponential and steady (in 1978 emigration exceeded immigration by 27,000 people) the Government reported that some minor changes were made in the country's immigration policy in 1979. Whereas the policy in effect since 1976 aimed for an annual net immigration of 5,000 people and limited migration to specific occupation groups whose skills were in demand and to humanitarian cases such as refugees and family reunification, now people will be considered for immigration who do not have a specific skill in demand but who have sufficient capital and expertise in the entrepreneurial field.

NORWAY

The Government of Norway has indicated its satisfaction with the rates of population growth, natural increase and fertility. In the "Report on the Long-term Programme, 1978-1981" to the Storting(Parliament) it is stated that the Government intends to pursue policies that will strengthen the family and ensure that all children who are born shall be wanted and have a secure childhood. In the Programme special attention is given to measures for parents of small children. On 1 July 1977 the period for maternity benefits to economically active women was extended from 12 to 18 weeks. At the same time parents were allowed the possibility of dividing the benefit days between them, the father of the child being permitted to receive benefits for 12 of the 18 weeks. To ensure payments to women who do not have the rights of those who are economically active, a new scheme was introduced on 1 July 1977 which provides a single payment benefit

for births to women working in the home. As of 1 January 1978 parents have had the right to be absent from work for up to ten days per year in the event of the illness of small children. In addition parents receive a yearly family allowance which is 804 kroner (NKr 4.9=$US 1) for the first child NKr 2028 for the second NKr 3 048 for the third NKr 3 324 for the fourth child and NKr 3 612 for each additional child. Currently there are experiments underway involving shorter working hours in some governmental jobs for parents of small children which will provide the basis for reforms for the working conditions of all employees with young children.

In 1979, a change in the law allowed legal abortions on demand up to the 12th week. In order to preserve the present pattern of settlements, a regional development policy has been implemented which seeks to slow rural to urban migration by providing improved employment opportunities in rural areas. Also income goals have been introduced which provide increased income to agricultural workers and farmers who, based on norms of efficiency, have an income level lower than that of industrial workers.

Founded on the belief that economic development should not be dependent upon the use of migrant workers, restrictions on immigration from other than Nordic countries are in effect.

POLAND

The population component has been fully integrated into the Government of Poland's development plans. Based on a retrospective analysis of major shifts of demographic versus socio-economic changes and the fundamental significance of "chain reactions" occasioned by successful industrialization and followed by deep modifications of the socio-cultural pattern of life the Government has inferred that "... the processes of demographic transition were set in motion as by-products of primary developmental programmes pursued for their autonomous value."

Although the existing level of fertility is considered to be satisfactory in that it contributes positively to family well-being, it is felt that actions on the part of the State are necessary in order to maintain the present fertility level. Current policy is geared primarily towards family well-being. An extensive system of social benefits is in existence, such as 16-18 weeks of paid maternity leave equal to 100 per cent of earnings, 36 weeks of unpaid leave for mothers with small children up to age four, free medical assistance, 60 days of paid annual leave for taking care of a sick child and protection against job dismissal during pregnancy and maternity leave. Family allowances are payable at the rate of 70 zlotys (33.2 zlotys=$US 1) a month for the first child, 105 zlotys for the second, 135 zlotys for the third and 155 zlotys for the fourth and subsequent child. The rates are increased for low-income families. In addition, there is a birth grant of three months' family allowance for each child, as well as 2 000 zlotys for each birth of a child with Polish nationality. In 1972 a policy for granting credit loans and scholarships to assist student marriages till as such time as the spouses could reach economic independence was formulated.

Population change in the metropolitan regions and rural areas is considered to be occurring too fast. Policies have been in existence since 1949/50 to stimulate the flow of internal migrants in desired directions. These include allocation of new capital investment taking into consideration the labour force resources in a region a policy of education aimed at developing those skills most useful for the national economy in a given region modernization of agriculture introduction of labour saving investments development of infrastructure and extension of social services to the agricultural population.

Under different COMECOM joint project obligations Poland has been sending large numbers of workers (over 100 000) to Czechoslovakia and the German Democratic Republic as well as to the Soviet Union, in addition to the thousands of its nationals who commute daily across the border to the GDR.

PORTUGAL

Although no population policy specifically intended to modify the dynamics of the population has been formulated, the Government has taken certain measures which will quite likely have an influence on demographic structure and composition. Following the Portuguese Revolution of 25 April 1974, a new Constitution was written which places great emphasis on the right to work, to education and culture, to health protection and social security, to adequate housing as well as to an ecologically balanced environment and quality of life in general. According to article 67 of the Constitution the Government "will provide by all means information on family planning and will establish the legal and technical structures that will enable responsible parenthood." The new Civil Code of April 1978, among other changes, raised the minimum age for marriage of women from 14 to 16 years and made it the same for both sexes. Also provisions were made for family planning services at 250 health centres which included the dispensing of free contraceptives.

Among the Government benefits families can avail themselves of are a marriage grant of 2 000 escudos (49.8 escudos=$US 1), a maternity allowance equivalent to 100 per cent of earnings payable for up to 90 days before and after confinement and a family allowance of 240 escudos a month per child regardless of number of children. In addition there is a nursing allowance of 250 escudos a month during pregnancy and a lump sum of 6 400 escudos after pregnancy.

Portugal's regional development policy is based on the Constitution which ensures the right of settlement in any part of the country together with the right of return there of persons who have left as well as the right of regions to balanced development proportionate to the potential and the geographical natural social and human features of the national territory.

There has been a marked increase of emigrants to the oil-producing countries--chiefly Algeria, Libya and Iraq--on fixed contract terms, while emigration to certain traditional destinations such as France and Germany has shown a high proportion of females indicating the importance of family reunion in movement towards these countries. A programme for the repatriation of former Angolan residents commenced in 1978, although it is not yet certain at what rate these return migrants will be absorbed.

ROMANIA

The Government has noted that the country's age structure was affected by the two World Wars and thus feels that the rejuvenation of the population. through increasing fertility levels would be desirable from demographic, economic, economic, social and political points of view. Population policy is reported to be fully integrated in socio-economic policy and the achievement of a sufficient level of growth is considered necessary to ensure an optimal distribution of the population by age.

The level of fertility in respect to natural increase is considered to be satisfactory and is also perceived as contributing positively to family well-being. Official policy is one of intervention in order to increase the fertility rate taking into account the effects of population growth and family well-being. Objectives are to be achieved through maternal and child health programmes reduction of sterilization, providing information on population, raising educational levels and providing numerous fiscal, monetary and other incentives. Furthermore, significant changes in the status of women in relation to remunerative work, education and position in family and society have been effected and the information media attempts to make the population conscious of the national need for high fertility. In addition to family allowances for families earning less than 1600 lei (4.5 lei=$US 1) a month, special awards are granted to mothers with many children (200 lei per month for 5-6 children, 350 lei for 7-9 children, and 500 lei per month for 10 or more). In 1966 the Romanian Council of State reversed the liberal abortion policy and limited abortions to medical reasons women over 45 years of age and women with four or more children. Modern contraceptives may only be prescribed for medical or social reasons.

The Government considers the present spatial configuration to be appropriate. The specific objectives are to continue to assure a national distribution or the population within various territories and zones; to assure a "socio-professional structure" corresponding to a modern economy, by an increase of the proportion of population engaged in industry; to increase the productivity of the labour force; and to establish a new equilibrium between the urban and rural population. Policies to adjust the distribution of rural populations are through the process of industrialization and modernization of all departments, and, the tranformation of certain rural localities into agro-industrial centres.

Romania which in recent years has sent specialists to the Soviet Union Bulgaria and Hungary to work on various joint COMECOM projects, has received similar manpower from the German Democratic Republic, Czechoslovakia and the Soviet Union. Many of Romania's Jewish nationals have emigrated in recent years while its ethnic German minority has been emigrating to the Federal Republic of Germany at a rate of some 10,000 per year.

SPAIN

The Government has stated that the demographic situation in Spain is quite stable and that it has not formulated a population policy since neither the rate of population growth nor per capita income require any adjustment. Despite the lack of a population policy the Government is conscious both of the demographic consequences that its social policies may have (family health care etc.) and of the importance of studying demographic variables as a means of improving standards of living. Within the sphere of social policy some of the most important steps undertaken by the Government have been to increase the contributions of the State to the Social Security System decentralization of health care centres enlarging the scope of medical treatment to include geriatrics and preventive medicine and extending social security coverage to include rural population.

The question of controlling fertility is recognized as being a matter of individual conscience and to this end the sections of the Penal Code prohibiting prescription, sale or advertisement of birth control devices were abolished in 1978. Included within the social insurance system is a series of measures intended to relieve some of the financial burdens of families. Among the measures are a marriage grant of 6,000 pesetas (66.2 pesetas=$US 1), a maternity benefit covering 75 percent of earnings, payable for six weeks before and six weeks after confinement, a birth grant of 3 000 pesetas and a family allowance of 250 pesetas a month for each child.

To decrease the level of rural to urban migration and ameliorate the spatial distribution of the population various programmes have been implemented to increase the level of services and standards of living in the rural areas.

Traditionally Spain has been an exporter of labour and it has been the Government's policy to on the one hand assist through the Institute of Emigration those wishing to work abroad and on the other hand to reduce emigration by pursuing policies designed to increase employment possibilities in Spain.

SWEDEN

While Sweden has no explicit population policy the Government recognizes that its policies in the areas of family allowances, equality of the sexes, regional development and immigration have influenced the size, composition and distribution of the population. Discussions concerning population issues have been held among the political parties, as well as in the mass media. The question of a population policy has also been considered by a committee of the Riksdag (Parliament). In April 1978, in what may be considered the embryonic stage of a population policy, the Government initiated an inquiry to determine reasons for the significant declines in fertility since 1965.

With the intention of reducing the burdens of childbirth and childrearing, Sweden's "cradle to grave" social welfare scheme has included various measures to assist families with children. Under a "parenthood insurance plan" fathers are encouraged to share childrearing responsibilities and can receive most of the child-care benefits guaranteed to mothers. Most conspicuous is paternity or maternity leave; eight months of leave after a child's birth at 90 per cent of salary and another month at a minimum of 32 kronor (4.2 kronor = $US 1) per day. Three months can be saved and spread out over the child's first eight years in the form of full or partial days off from work. Fathers as well as mothers can also take up to 18 days paid leave a year to stay home with a sick child and fathers can receive "sickness" benefits to stay home with older children

while their wives are in the hospital giving birth. Public offices and businesses are also being encouraged to allow both fathers and mothers of young children to shorten their work day or week at little loss in pay. In addition, a child allowance of 2 500 kronor per year is paid to parents for each of their children under 16 years of age. Because of a housing shortage, the housing allowance is one of the most important measures enabling families to afford additional children. Families are eligible for housing allowances according to their income, number of children and housing costs.

To alleviate problems of congestion in large cities and declining population in rural areas, measures such as grants and loans to businesses and relocations of Government offices to rural areas have been implemented to facilitate development in small towns and non-urban areas.

In the sphere of international migration, a number of measures have been taken to enforce immigration control, improve co-operation with sending countries and promote the integration of foreigners already resident. Efforts have been geared to providing foreigners with the same benefits and protections enjoyed by Swedish citizens and in 1975 a bill was passed with the goal of increasing immigrants' opportunities to participate in political decision-making. The right to vote and run for local or regional office was granted to all aliens who have lived in the country for at least three years.

SWITZERLAND

In December 1979, a member of the National Council, the Lower House of the Federal Parliament, tabled a motion inviting the Federal Council "to establish a special committee of policy-makers, representatives of industry, persons involved in social policy, and experts on population questions, whose terms of reference would be to work out an overall population policy for Switzerland". This proposal is expected to be discussed at some future date. While the Government has been concerned with the aging of the population and its implications for socio-economic

policy, it has neither formulated a population policy nor incorporated legislative measures and administrative programmes to modify current trends in the demographic structure of the population.

On the Federal level, there exists no policy with regard to family planning, the Cantons in general providing counselling services. In 1979, family allowances were again increased in several Cantons, but they were relatively small, depending on the Canton, the age of the child and in one case, the birth order of the child. Doubt has been expressed over whether this will have any influence on couples reproductive behavior. Within the Federal programme, the family allowance is 60 Swiss francs (1.6 francs=$US 1) a month in the mountains or 50 francs elsewhere for each child. In the Cantonal fund, the legal minimum for family allowances is 50 to 120 francs a month for each child according to Canton, although funds often pay higher than the legal minimum. Birth grants of 200 to 600 francs a month and higher education allowances of 80 to 160 francs a month are paid in some Cantons. A maternity benefit, considered as an ordinary sickness benefit, is payable for ten weeks, with the amount of payment varying according to type of fund and the rate at which the person is insured.

In order to eliminate regional disparities and improve the spatial distribution of the population, a regional development policy is in effect which seeks to develop infrastructure and stimulate investment in the disadvantaged and mountain regions of the country.

Overall Swiss immigration policy remains governed by the Ordonnance of the Federal Council, which states that the number of foreigners holding established or annual residence permits and engaged in gainful activity should be gradually lowered so as to maintain a reasonable balance between the Swiss and foreign populations.

UKRAINIAN SOVIET SOCIALIST REPUBLIC

The Government has stated that as a result of the principles of planning and the public ownership of the means of production, rapid economic development is being achieved in the Republic, at a rate which far outstrips the growth rate of the population. This economic situation, it is felt

makes it possible to resolve problems related to socio-demographic development. Demographic indicators form an inseparable part of the Republic's long-term plans and the State is constantly concerned about ensuring a steady improvement in health care and maternity services and the encouragement of motherhood. The Tenth Five-Year Plan (1976-1980) of the Republic provides for an increase in per capita income, the improvement of pension benefits and social insurance with an expansion of benefits for women with many children a strenthening of the material and technical basis of health services through the construction of hospitals health centres preventive clinics and other medical centres and an improvement in the national education system.

Maternity is encouraged in the Republic and is safeguarded by the State which provides legal protection and material and moral support for mothers and children in such forms as paid leave and other benefits for expectant mothers and also the gradual reduction of working hours for women with small children. Concern about maternal and child health, the creation of conditions to enable women to carry out their maternal functions and participate actively in all spheres of public life, the education and training of the younger generation and provision for old age, it is believed, contribute to the establishment and normal development of the family.

The internal migration of the population is planned and organized according to the development of productive forces, with those who migrate being assured of work, medical and cultural facilities and housing, or long-term loans for individual construction at the new place of residence. A limitation on the growth of large towns is in effect and there are plans for the development of medium-sized and small towns with economic potential.

Within the Ukrainian SSR there are no immigrants for employment, although some foreign citizens mainly from socialist countries work in undertakings and on construction jobs in the Republic.

UNION OF SEOVIET SOCIALIST REPUBLICS

At the 25th Congress of the Communist Party held in 1976, it was stated that, "the improvement of the socialist exploitation of natural resources and the development of effective population policies are important goals for all the natural and social sciences". Recent enumerated concerns have included the aging of the population, differential rates of fertility, difficulty in settling Siberia and inhabited areas of the Far East, and excess male mortality. In the USSR where the primary goal of social production is to satisfy peoples' growing material and spiritual needs as fully as possible, great importance has always been attached to questions related to population growth. The State provides mothers with material support and encourages women to have children. In addition efforts are constantly being made to reduce morbidity and mortality rates and to improve health standards such efforts being an integral part of the social system.

The implementation of measures set out in the Five-Year Plan (1976 1980) it is felt, will lead to further improvements in the working and living conditions of women. Among the measures called for are a broadening of state grants not only for families with many children, but also for families with one or two children. Families with two or three children will be given privileges in the distribution of free state-owned flats and loans for the construction of cooperative apartments. The network of creches and nursery schools will be broadened and improved and working matters will be given the opportunity of working an incomplete day or week. As of 1979, family allowance were paid at the rate of four rubles (0.7 rubles=$US 1) a month for the fourth child, rising progressively to 15 rubles for the eleventh and subsequent child, with an additional 12 rubles per month per child under the age of eight for low-income families. A birth grant of 20 rubles on the birth of the third child is also paid which rises to 250 rubles for the eleventh and subsequent child. Women are entitled to a maternity leave of 16 weeks payable at 100 per cent of earnings plus an optional one year of unpaid maternity leave.

In order to influence migration so that the interests of migrants coincide with requirements of the economy, numerous measures have been implemented to attract workers to Siberia and to the extreme North where the shortage of manpower is acutely severe. The incentives take the form of increased wages and various other inducements.

The Government strictly controls entrance into and exit from the USSR making family reunion the primary justification for emigration. As a participant in various COMECON joint projects, the Soviet Union has employed mainly Bulgarians--in more than 20 large industrial projects--as well as thousands of Polish workers and technicians and smaller numbers of specialists from other COMECON countries.

UNITED KINGDOM

Although the United Kingdom has no formulated policy on population growth it is very conscious of the importance of population issues, has carried out a very full study into them and a senior Cabinet Minister has responsibility for co-ordinating work and determining priorities in the population field for research into factors affecting population and the implications for planning of population change. The objectives of the Government are to continue to reduce mortality, to provide individuals with the means and knowledge to control their fertility and to control immigration. The Government's overall social and economic development strategy is continually under review through the control of expenditure of central government planning, and expenditure on health and personal social services continues to grow. The National Health Service is universally available throughout the country.

The development of family planning services generally remains a priority, particularly for young people. To assist families with their child-rearing responsibilities, a host of benefits have been implemented which include child tax allowances, family allowances and preferential housing allocation. Women are entitled to a maternity allowance of 18.50 pounds (£0.50=$US 1) a week, payable for eleven weeks before and six weeks after confinement as well as a lump sum maternity grant of £25 and a family allowance of four pounds a week for each child under age 16 (19 if student).

The Government's regional development policy has been based on a strategy of a four pronged attack against regional disparities: to stem the migration of people and jobs from urban centres and inner cities by providing increased expenditure through an enhanced Urban Programme; to limit scattered and ribbon development along main roads in rural areas in

favour of development in selected villages and in small and medium-size towns, including new towns; to encourage firms by means of financial incentives and controls on factory building to move to Assisted Areas (less developed regions encompassing most of Scotland, Wales, Northern England and small areas in Southwestern England); to subsidize the rural population isolated from urban employment opportunities by means of special Government agencies to promote industries in rural areas.

In the areas of international migration, current policy is aimed at curbing future immigration from Commonwealth countries. Legislation proposed in late 1979 would restrict most immigration to the wives and children of male heads of families who were already settled in Britain, the goal being to reduce annual immigration by approximately [illegible].

Despite admonitions by the Presidential Commission on Population Growth and the American Future in 1972 that the United States should adopt an explicit population policy, there has been little progress in adopting national demographic goals. In 1977, the convergence of interest in population issues and the growing sense that more needed to be done to help the domestic and international fronts led to the establishment by the U.S. House of Representatives of the House Select Committee on Population. The first formal committee of the legislature devoted exclusively to examining population questions had as its mandate the investigation of world population growth and the U.S. role in meeting this challenge, as well as the assessment of population trends in the U.S. and the need for additional policies, research programmes and family planning services. In its report "Domestic Consequences of United States Population Change", the Committee concluded that policy makers at all levels of U.S. Government have only a limited understanding of the long-term consequences of population trends. "The Government has no capacity to plan systematically for population change", the report notes, "yet changes in the size, age compositions and geographical distribution of population can and often do have profound effects on federal policies". Among Committee recommendations for the U.S. are: continued support and expansion of family planning services for low income women; reevaluation of immigration with the emphasis on the

effects of illegal immigration on population growth; evaluation of the adequacy of data on illegal immigration; investigation of the impact of demographic factors on the financial viability of social security; and research on the impact of internal migration on the tax base of cities and revenue sharing. During the Committee's tenure and as a result of its activities, authorized funding levels for domestic planning services and contraceptive research were dramatically increased and for the first time funds were authorized for population education programmes in schools.

An explicit national family policy does not exist. Only five out of fifty states provide paternity benefits and family allowances are restricted to indigent families with dependent children.

The concern of the Government in the area of regional development has not been with that of correcting regional imbalances as such as with that of coping with the residual problems affecting less fortunate areas. The underlying policy assumption is that most of the required adjustment in matching population and job opportunities will be achieved by internal migration and by the natural growth of the private sector.

Family reunification rather than labour force needs, has been the cornerstone of the United States immigration policy. Of the seven preferences which define, limit and rank those eligible for the 290 000 numerically limited visas available, four - comprising 74 per cent of the total visas - are reserved for close relatives of United States citizens and permanent residents. The major argument for maintaining heavy family reunion emphasis has been humanitarian concerns and the fact that familial ties provide a good foundation for the integration of new immigrants into society. Because of the numerical ceiling (290 000) per country limits (20 000) and preference limitations that strongly favour family reunification, over 700 000 persons were on lists at visa-issuing ports waiting to immigrate to the United States. As a result of the limited numbers of places available, vast numbers of aliens circumvent United States immigration laws each year. The major portion of aliens bypass the inspection process altogether by crossing the land border between ports of entry.

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